



# CommuniQUÉ

J U L Y / A U G U S T 2 0 0 1



Commissioner James Ziglar

## COMMISSIONER ZIGLAR GETS DOWN TO WORK

Pledges strong advocacy for employees;  
Respect and dignity for the public;  
And a “rational” restructuring of  
the INS

See page 8



Photo by Brian Smith, Detroit District

*A season of citizenship ceremonies,  
coast-to-coast.*

See page 5



Border Patrol Agent Brent Barber and Attorney General John Ashcroft

*Top Justice Department awards  
presented to INS staff.*

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EXTRAORDINARY DEEDS MERIT RECOGNITION  
AT ATTORNEY GENERAL'S AWARDS CEREMONY

Nineteen INS employees were among the chosen few to receive the Department of Justice's highest honors at the Attorney General's Annual Awards ceremony on Aug. 1 in Washington, D.C.

Each of the recipients had performed extraordinary duty in such wide-ranging services as saving a drowning migrant, breaking up a smuggling ring that specialized in transporting women for prostitution and keeping the border facilities and fences near San Diego in top working order.

"Each and every one of you is part of making sure that freedom reigns and prevails," said Attorney General John D. Ashcroft in his introductory remarks for the ceremony at Constitution Hall.

Ashcroft became the 19th attorney general to host the annual awards ceremony, a 49-year-old tradition of the department. Awards were presented in 31 categories for which 550 nominations had been received.

As their names were called, recipients walked across the stage to receive an award and personal congratulations from the attorney general.

Earlier in the day, the recipients and their families were honored during a lunch at Headquarters. Speaking to the group on his last official day on the job, Acting Commissioner Kevin D. Rooney said: *"It's a nice way to spend it, recognizing the great contributions from some people around the country."*

Those recognized for their contributions were:

- **Border Patrol Agent Brent L. Barber of the San Diego Sector**, who last March dove into the rip tide currents off Imperial Beach, Calif., to rescue a man who had gone into deep water to avoid questioning by agents. Agent Barber was one of two recipients of the Attorney General's Award for Exceptional Heroism.
- **Fifteen members of the San Francisco-based Operation Night Crawlers task force**, who applied their skills and persistence to a two-year investigation. It resulted in federal indictments of 20 persons and dismantling of a syndicate that

smuggled women from Southeast Asia into the United States for purposes of prostitution.

- **Receiving the Attorney General's Award for Distinguished Service were:** San Francisco Assistant District Director for Investigations Mark D. Riordan; Supervisory Special Agents James Christensen and Sylvia Crews Arguello; Special Agents Michael W. Brown, Juan Bustos, William A. Eason, Hermila Flores and Stephen U. Gurion; Senior Special Agents Michael T. Hardman and Michael J. Desmond; Special Agents John Ma, Stephen M. Tilford and Joseph A. Vincent; Investigative Assistant Roberta Vargas; and Special Agent Josue E. Moreno of the anti-smuggling unit of the Border Patrol's San Diego Sector.
- **Three supervisory maintenance mechanics with the Border Patrol's San Diego Sector.** They were recognized for achieving a better than 30 percent increase in work output amid a massive expansion of the sector's facilities.
- Receiving the **Cubby Dorsey Award** were Joseph Granata and Kenneth R. Stewart, who also accepted it on behalf of John H. Vaughn, who was unable to attend.

The attorney general offered a special note of gratitude to the family members of the award recipients. "Everyday, our families deserve thanks," he said.

For many of the all-California INS contingent, the ceremony was a family affair, providing a special reason to take children on a tour of the nation's capital.

For Agent Barber, it could be better described, in part at least, as a future family affair. Besides his parents from California and a brother from Baltimore, both his fiancée and her family from Buffalo, N.Y., were in attendance.

**Agent's offshore heroism saves a life**  
A surfer in Southern California since childhood, Border Patrol Agent Brent Barber would have been a good choice to perform unscheduled lifeguard duty at Imperial Beach near the U.S.-Mexican border the morning of last March 30.  
Barber, a five-year veteran of the Border Patrol, and his partner spotted a man who had circumvented the border fence that

extends into the Pacific Ocean. As the agents approached, the man swam through high surf into deep water and then appeared to be caught in a rip tide, which is commonly found off this stretch of beach. Agents radioed the U.S. Coast Guard and a local lifeguard station, but no immediate assistance was available.

Within minutes the man's head was bobbing in the water. "When it became apparent that the illegal migrant was beginning to suffer from exhaustion and hypothermia ... Agent Barber risked his own life to save the life of this young man," according to the award's citation.

Barber reached the man and was able to tow him to shore by which time a lifeguard had arrived. The lifeguard administered cardiopulmonary resuscitation (CPR) and the man was hospitalized two days for treatment of severe trauma before returning to Mexico.

**Task force topples a crime syndicate**  
Operation Night Crawlers accomplished its goal of unraveling a criminal syndicate that supplied women from various Southeast Asian nations to the brothels it operated in 20 U.S. cities.

The indictments, announced last February, of 20 persons for trafficking and transporting women for purposes of prostitution were based on evidence gathered by investigators from February 1999 until January 2001. Acting under search warrants last February, federal and local law enforcement officers made the arrests and also freed 27 female victims, including a 16-year-old.

The Justice Department's citation credits the task force members' adept handling of informants, extensive surveillance and their analysis of phone and financial records. It noted their ability to work with several languages and a willingness to contend with the long duration and huge volume of work associated with the Night Crawlers investigation.

Agents received authorization for a Title III intercept of four telephone lines



San Diego Supervisory Maintenance Mechanic John Vaughn stands next to a portion of the border fence, just one of a variety of structures and roads that maintenance crews keep in good condition.

Supervisory Maintenance Mechanics Kenneth Stewart and Joseph Granata meet Acting Commissioner Kevin Rooney and Border Patrol Chief Gustavo De La Viña.



and recorded 6,685 telephone conversations in Cantonese, Mandarin, Vietnamese, Thai, Malay and Laotian languages.

"This award recognizes the contributions of each individual who met and surpassed the many challenges this case presented and who contributed to the overall meritorious group success of the mission."

**Facilities crew maintains a mission**  
The task of maintaining the border fences, high-intensity lighting, access roads and buildings along 150 miles of California's border with Mexico falls to a dedicated staff of 50 technicians of the San Diego Border Patrol Sector.

Three of their number were named – but all were considered included – for this year's Cubby Dorsey Award from the Department of Justice.

The award saluted the Maintenance Department's efforts over the last three years to keep pace with the rapid expansion of the sector's patrol force, a growth spurt caused by implementation of Operation Gatekeeper. The team also contended with the damaging effects of heavy winter rains triggered by El Niño weather conditions.

The award citation saluted several innovations that spurred efficiencies for the sector. These included improved scheduling of staff, matching work assignments to the particular talents of individual employees and instituting several preventive maintenance procedures. Supervisors were also credited with efficiently coordinating outside assistance from such groups as the California National Guard.

The department "performed in a superlative manner in remodeling current facilities and construction of eight new temporary structures to support the personnel added to the sector," according to the award citation.

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# INS NEWS FROM the Field

## THOUSANDS OF NEW CITIZENS FIND MEANING IN NATION'S CELEBRATION OF INDEPENDENCE

From the deck of the U.S.S. Constitution at sail in Boston Harbor to the main stage at Walt Disney's Epcot Center in Orlando, Fla., several thousand persons joined the ranks of U.S. citizens in varied venues in the weeks surrounding Independence Day.

Some naturalization ceremonies reflected the nation's past: the U.S.S. Constitution played a pivotal role in the War of 1812. Others were set amid trappings of the future: the Epcot Center showcases the promise of emerging technologies.

No matter the setting, the ceremonies were part of the nation's tradition of celebrating the gift of freedoms that America bestows on all its citizens – both native-born and others for whom U.S. citizenship is a personal choice.

In many communities, celebrations that call attention to those who chose to become Americans have become as much a part of July 4th celebrations as a night of fireworks. And INS districts are only too pleased to help connect the rite of citizenship with the nation's annual celebration of freedom and independence.

In Washington, D.C., District Director Warren A. Lewis presided over the fourth consecutive July 4th naturalization ceremony held in the capital city's Freedom Park. Fifty immigrants from 27 countries were sworn in as U.S. citizens.

In Seattle, an evening naturalization ceremony for 509 new citizens from 67 countries was held at Seattle Center, minutes before the city's skyline blazed with a July 4th fireworks display.

Other ceremonies called attention to the nation's founding fathers. At Monticello, the Virginia home of President Thomas Jefferson, 100 individuals from 58

countries became new citizens in a Flag Day ceremony on June 14 that's become a tradition.

At Ellis Island in New York harbor, where millions of immigrants first set foot on American soil, President George W. Bush and Attorney General John D. Ashcroft welcomed 29 new citizens in a ceremony on July 10 in the facility's storied Great Hall. "For all of you, the oath of citizenship is more than a formality," the President told the new citizens. "And today, America is more than your home; it's your country."

"This little piece of land, less than 30 acres in all, is like no other place in America," Bush said. "Twelve million souls arrived here, and would speak of the experience for the rest of their lives." He noted that 100 million Americans "can draw a straight line from the life they know today to a moment in this hall, when a name was called and a person took the first step toward citizenship."

The final step to citizenship held a deeply personal meaning for General Manager Pat Williams of the NBA's Orlando Magic basketball team. Two of his 14 adopted children were among the 500 immigrants who became new citizens on July 3 at a ceremony at Orlando's Epcot Center, co-sponsored by the Magic. Beyond the roles of proud father and corporate host, Williams also served as guest speaker for the ceremony.

A welcome announcement at the Epcot celebration was made by Karl Holz, Epcot's vice president of operations and himself a naturalized citizen. Joined on stage by a worldwide emissary of Americana, Mickey Mouse, Holz told the new citizens that they had free use of Epcot facilities for the day.



Five members of the Donadio family pose with their sister-in-law, Julianna Bugli (in neckwear at center) after a citizenship ceremony in Detroit.

In Boston, the traditional Independence Day celebration includes a televised outdoor concert by the Boston Pops on the city's esplanade next to the Charles River. However, a less-noted holiday tradition occurs earlier on July 4th in Boston harbor, as the U.S.S. Constitution, the oldest commissioned vessel in the U.S. Navy, makes its annual trip around the harbor.

Onboard this year were 25 men and women who would become U.S. citizens by the time the Constitution returned to its berth in Charlestown, where the warship is part of a Navy museum.

Buffalo, N.Y., called upon a former Navy vessel, the U.S.S. Little Rock, to stage its naturalization ceremony for 50 new U.S. citizens on June 28 on the city's waterfront. It marked the 12th annual ceremony held under the ship's canopy and also the 12th appearance by U.S. District Court Judge Richard Arcara. The Little Rock occupies a permanent berth in Buffalo's Naval Park.

Other ceremonies, while they did not fall squarely on July 4, were within a couple of weeks of the nation's birthday.

In Detroit, a naturalization ceremony for 1,000 new citizens on July 23 was combined with a city-wide celebration of Detroit's founding 300 years ago.

New citizens who took the oath in Detroit's historic Fox Theater included the five-member Donadio family and an 86-year-old woman.

In Portland, Ore., a children's citizenship ceremony July 10 at the Oregon



Nighat Iqbal Jaffri holds her daughter, Sabeen, after becoming a U.S. citizen in Buffalo. U.S. District Court Judge Richard Arcara and local TV anchorman Don Postles look on.



Soon-to-be citizens swear allegiance to the United States in a Washington, D.C., city park.

Zoo, next door to the popular Elephant Plaza, delighted adoptive parents and siblings of the new citizens. Thirty-one children, ages 2 to 13 and from 11 countries, received certificates of citizenship.

The *Portland Oregonian* reported that most of the children, decked out in red, white and blue clothing and waving miniature American flags, managed to murmur the oath of allegiance. Portland District Assistant Director of Examinations Jerry Garcia served as master of ceremonies.

A hot and muggy Monday afternoon in Atlanta on July 9 couldn't deter 37 men and women from taking the oath of allegiance as U.S. citizens outside the Atlanta District's downtown office.

The ceremony featured Assistant Atlanta District Director Dwight Faulkner as master of ceremonies. Well-received by the audience was his promise to the new citizens that they would never, ever need return to the district's office, according to the *Atlanta Journal Constitution*.

The San Francisco District hosted a traditional ceremony at its downtown office in July.

Guest speaker John Hubner, a reporter for the *San Jose Mercury News*, said he was inspired by the new citizens and concerned that some native Americans regard their citizenship too casually. "In this room today the idea of America is fresh and alive," he said. "You, at this moment, are Americans. You inhabit the idea. You make it alive for me."

Hubner quoted Texas songwriter Guy Clark: "I was born with citizenship. It's easy for me to take it for granted. Don't let me. Don't take it for granted, say grandfather's immigrant eyes."

## PRESIDENT CALLS FOR A SIX-MONTH STANDARD FOR REVIEW OF IMMIGRATION APPLICATIONS

Excerpt from President George W. Bush's July 10 speech at an Ellis Island naturalization ceremony.

"America at its best is a welcoming society. We welcome not only immigrants themselves, but the many gifts they bring and the values they live by. Hundreds of thousands of immigrants take the oath of citizenship every year. Each has come not only to take, but to give. They come asking for a chance to work hard, support their families, and to rise in the world. And, together, they make our nation more, not less, American.

As many immigrants can testify, that standard has not always been observed. For those seeking entry, the process is often a prolonged ordeal full of complexities and burdens. I'm committed to changing this with INS reforms that treat every immigrant with respect and fairness.

Today, here's the goal for the INS: a six-month standard from start to finish for processing applications for immigration. It won't be achievable in every case, but it's the standard of this administration and I expect to meet it.

In the life of an immigrant, citizenship is a defining event. In the life of our nation, new citizens bring renewal. By taking an oath, as you have done today, immigrants affirm a belief in the American creed. For most Americans, there's no formal moment of affirmation. But to each of us fall the same responsibilities. Our democracy is sustained by the moral commitments we share: reverence for justice and obedience to the law, tolerance and decent respect for the opinions of others, responsibility not only to ourselves, but for our families and neighborhoods, love of country - shown not in prideful boasts, but in modest gratitude, and an active concern for our nation's future."



President Bush leads new citizens in the Pledge of Allegiance.



# INS NEWS FROM *the Field*

## FOUR BORDER PATROL SECTORS IN THE SOUTHWEST TO RECEIVE NEW BORSTAR GRADUATES

The newest members of the Border Patrol's Search Trauma and Rescue (BORSTAR) team graduated Aug. 3 in San Diego following a grueling six-week academy that included training in skills ranging from rappelling to water survival.

The 32 graduates will form the core of new BORSTAR teams being established in four additional Border Patrol sectors: El Centro, Calif.; Yuma, Ariz.; Del Rio and Marfa, Tex. The expansion of BORSTAR was part of the agreements reached during a recent series of meetings between U.S. and Mexican officials on binational efforts to promote border safety.

"The Border Patrol has always recognized that protecting the border includes an obligation to protect lives. With the graduation of these agents, we are better prepared to meet this obligation," said Gustavo De La Viña, chief of the U.S. Border Patrol.

"Promoting safety along our borders is our highest priority and the rigorous training you've received these past weeks will be a huge asset in that effort," INS Western Regional Director Johnny Williams, told the graduates.

BORSTAR teams are already in place in the San Diego and Tucson Sectors, where their search and rescue skills and emergency medical training aid migrants who have become lost or injured.

Each BORSTAR agent receives specialized training in conducting search and rescue operations in remote border areas. In addition, the agents learn how to provide the immediate medical assistance necessary to stabilize patients and transport them to areas accessible to paramedics, helicopters and other advanced emergency medical services.

The creation of new BORSTAR teams also allows for the expansion of binational training with Mexico. Last year, team members shared their expertise with more than 400 Mexican law-enforcement officials. The goal is to significantly increase that number in 2001.

"Joint training is vital," De La Viña explained. "In addition to producing better-trained agents, it also fosters more collaborative working relationships on both sides of the border."

The steps taken to enhance public safety at the border have already produced dramatic results. In the San Diego Sector, agents have rescued more than 300 migrants so far this year – more than double the number rescued during the same period the previous year.

For example, in June BORSTAR agents rappelled from a helicopter into a remote area of the Otay Mountains to rescue a man with a broken leg who had been drinking stagnant water to survive.

BORSTAR is part of the binational Border Safety Initiative launched three years ago. Under this initiative, Border Patrol agents have been working to educate the public about the dangers of illegal crossings, and to rescue those who fail to heed those warnings.

Since launching the initiative, Border Patrol agents have rescued more than 4,400 migrants from life-threatening situations, and others from less serious, yet still dangerous, circumstances.

## KEVIN ROONEY IS TREATED TO A SEND-OFF OF PRAISE, APPRECIATION AND LAUGHTER

Perhaps the most remarkable aspect of Acting Commissioner Kevin D. Rooney's brief tenure at the INS was that he had managed to quickly engender so much personal warmth with the staff.

Those feelings were evident July 31, when the INS executive staff hosted a farewell reception at Headquarters for Rooney, who served as the agency's helmsman for fewer than 125 days.

"You made us feel appreciated and affirmed," said Acting Director of Congressional Relations Gerri Ratliff. She recalled Rooney's relaxed manner and his willingness to prepare on short notice to testify before congressional committees.

Said Chief of Staff Michael Becraft, "Many of you would agree that it's as if we've known him a great portion of our professional careers."

"I think he came to the INS in the best sense of public service," said Jeffrey L. Weiss, director of the Office of International Affairs. The position of acting commissioner "is probably a thankless type of assignment, but that's what public service is all about. You don't expect to be rewarded. You never expect to be praised." Turning to Rooney, Weiss said, "You did it, and you made all of our lives richer and better for it."

After wrapping up his duties at the INS, Rooney returned to the job he temporarily left in April, that of director of the Executive Office for Immigration Review (EOIR) in Falls Church, Va., which oversees the immigration court system. Rooney has been EOIR director since January 1999 and previously served as its deputy director. The farewell celebration also honored Rooney's two assistants, Terry Samuels and Paula Nasca, who came with Rooney to the INS and also returned to EOIR.

Rooney agreed in March to take on the INS assignment until President George W. Bush's nominee for INS commissioner was confirmed by the Senate. The president's choice, James W. Ziglar, officially arrived at the INS Aug. 6 and used his address to

employees that day to add his thanks for Rooney's service to the agency.

"It takes a special person to take on such responsibilities on an interim basis," Ziglar said. "Kevin Rooney has done a remarkable job with incredible grace and good humor."

Reflecting Rooney's fondness for puns and good humor, the send-off celebration at Headquarters was so loaded with laugh lines delivered by INS senior staff that at times it suggested a celebrity roast. INS managers mixed fond recollections of working with Rooney, gratitude for his support and good-natured ribbing of the acting commissioner. At least two speakers acknowledged that they were trying to match wits with a master. Rooney lived up to the billing as a joke meister, tossing in his ad-libbed retorts from the sidelines.

As for Rooney's frequent use of puns, Executive Associate Commissioner for Field Operations Michael A. Pearson sought to offer Rooney some insight into how they've been received by the INS staff.

"We took a survey within Field Operations," Pearson said. "Twelve percent thought your puns were funny; 6 percent did not; 42 percent wanted to know what a pun was; and the remainder asked: who's Kevin Rooney?"

The brief speeches gave testimony that Rooney served as an active acting commissioner, not as a caretaker. During his second week on the job, Rooney was a lead adviser for the initial cabinet-level meeting between Mexican and U.S. officials on border issues.

Rooney was also remembered for his testimony at congressional committee hearings, especially for his defense of the INS budget and its staff.

Associate Commissioner for Policy and Planning Barbara L. Strack recalled Rooney's cool but decisive response to a congressman who referred to the INS as a "rathole" during one hearing. In a carefully worded response, Rooney suggested that the choice of that word impugned the work of his 33,000 INS



Acting Commissioner Kevin Rooney shares a laugh and a handshake with Border Patrol Chief Gustavo De La Viña.

colleagues and that surely was not what the legislator had intended.

"The Congressman not only agreed, but thanked Kevin for the opportunity to clarify his remarks," Strack said.

Border Patrol Chief Gustavo De La Viña also cited Rooney's tact and diplomacy. However, his fondest memories were of Rooney's kindness and consideration. He recalled that the newly arrived and very busy acting commissioner took the time to call him at home when he was recovering from a broken arm and shoulder.

When his time came to speak, Rooney returned the gratitude by thanking the staff. "I came here in March and you made me feel welcome and soon, I think, we became friends," he said. "Now, all of a sudden, it's over. ... I've been impressed with what you've been willing to do to make me look good."



Chief of Staff Michael Becraft presents Terry Samuels and Paula Nasca with farewell gifts.



Commissioner James Ziglar steps to the podium to speak to the media at the Washington District office in Arlington, Va.

# HEADQUARTERS *News*

## COMMISSIONER ZIGLAR GETS DOWN TO WORK FOLLOWING THE SENATE'S CONFIRMATION VOTE

James W. Ziglar officially arrived as INS Commissioner on Aug. 6, after his confirmation by the U.S. Senate the previous week and an appearance before a Senate committee where he outlined his plans for the agency.

In a congratulatory statement issued July 31, when Ziglar's appointment was confirmed, Attorney General John D. Ashcroft said, "Under his leadership, the INS will guard our nation's borders with vigilance, yet it will always remember that the greatness of our nation comes from generations of immigrants."

Ziglar was nominated by President George W. Bush in April and held several meetings with INS staff in the weeks leading up to his official start-date. During a confirmation hearing before the Senate Judiciary Committee on July 18, he spoke of the principles and goals that will guide his leadership of the INS.

Ziglar told the Senate committee that a nation's duty is to protect its borders, but that how the mission is carried out "is a measure of the character of a nation." He pledged that his primary goal as INS Commissioner was to ensure that every person who comes into contact with the INS is treated with respect and dignity and without any hint of bias or discrimination.

"The first impression is a lasting impression, and we have only one opportunity to make a first impression," Ziglar told the senators. "The first impression of America should be that of a compassionate, caring and open nation of opportunity."

He pronounced President Bush's proposed goal of a six-month standard for processing the vast majority of immigration applications as appropriate and obtainable. "We will put in place processes, performance standards and accountability measures that will allow us to achieve the President's directive," he said.

Ziglar also vowed that he would be a strong advocate for the INS' 33,000 employees. "I have gotten to know a few of those employees in the past few weeks, and I am impressed with their dedication, hard work, loyalty and professionalism," he told the committee.

"Because of some adverse publicity and harsh criticism over a sustained period of time, INS employees have been painted with a very broad brush. One would think that everyone and everything is dysfunctional. I do not believe it, and neither should you."

The INS needs leadership, support, a clearer sense of direction, "and recognition that the organization has experienced explosive growth in



Making the rounds of INS headquarters, the commissioner greets Bill Gilligan, Kenneth Heller, Frank Beserra and Dwain Fowler.

the past few years," Ziglar said. "Where we lack resources to do the job, you can be assured that I will be on the Hill asking for your support. Where our existing resources are not properly aligned or not properly managed, we will see to it that American taxpayers receive their money's worth."

Common sense, compassion and good judgment should guide decision-making at all levels of the agency, "particularly those areas where the INS has wide discretion," Ziglar said. "I believe that the vast majority of INS employees today are exercising that good judgment." However, conduct in which discretion is abused will not be tolerated, he said.

Ziglar said that he supported INS detention of only those aliens who must be detained by mandate of law or to protect society, consistent with due process requirements. "I regard the detention issue as a critical issue, particularly as it pertains to children and families," he said.

Ziglar acknowledged criticism that he lacked experience in the field of immigration law and policy. However, he said, "I am committed to doing my best to justify the trust that has been reposed in me. I hope that my experiences in the public and private sectors have prepared me to take on this very difficult task with a measure of wisdom and judgment."

Ziglar was in the unusual position of being a presidential nominee appearing before a committee of the Senate for which he recently worked. He expressed gratitude for the opportunity to have served as the Senate's sergeant at arms, a position to which he was elected by the senators in October 1998.

"It has been a fascinating and historic experience," Ziglar said. "What I will take with me are the warm friendships that I have been privileged to form with members and staff of both parties and many ideologies."

Judiciary Committee Chairman Patrick J. Leahy of Vermont in his opening remarks saluted Ziglar's effective work as sergeant at arms. He cited his performance carrying out the official duties of the position during the Senate's impeachment trial of then President Clinton in

*Continued on page 10*

## STAFF ASKED TO ADVISE ON A HOME-GROWN RESTRUCTURING PLAN

In meetings with INS employees during his first two weeks on the job INS Commissioner James W. Ziglar has sounded a refrain that restructuring of the INS is unstoppable.

"It will occur whether we want it or not," Ziglar said in an address to employees on Aug. 6, his first official day on the job. Again, speaking to a small group of Headquarters employees

at a hallway meeting the next week, he said that restructuring had become "a political imperative. ... The president has said that he wants to restructure and a huge bi-partisan majority on the Hill (in Congress) agrees."

"They're going to design their vision of what the INS should be – if we don't," he said. However, he added, "We can manage our own destiny."

Ziglar proposed a reorganization from within, one that would draw upon the experience and expertise of the INS staff to effect its design. With this approach, the INS can avoid "having to go through a painful and potentially damaging legislative process."

"I have talked with many key members of Congress and the president about my desire to try to achieve a rational reorganization without having Congress and the administration dictate that structure to us," he said. "We have been given a very short time frame in which to present a plan of our own."

Such a plan must be substantial and comprehensive, Ziglar said. "Tinkering at the edges will not be acceptable."

Work on a proposed reorganization has started, but no details have been disclosed. However, one general objective that has been discussed in Congress and in the Bush administration is dividing the INS into two branches: one to handle law enforcement functions and another for immigration services.

The commissioner invited employees to send him their suggestions for a "more efficient, more even-handed" reorganized INS. (Suggestions, signed or unsigned, should be addressed to Confidential Assistant Wanda Martinson, Office of the Commissioner at Headquarters.)

He encouraged bold and innovative thinking. "One observation that I have from my many years of experience as a manager is that most humans are risk-averse ... that it is better to take no chances at all rather than risk failure."

"I want your input and I want it unfiltered by supervisors, managers or my own staff," Ziglar said. As the wheels of organizational change pick up speed during the next year, "I also want to get your feedback, particularly you out there in the field."



Commissioner Ziglar addresses the media, applicants and some INS employees at the Washington District office.

*" We should remember that a large number of the people who come to our shores are economic refugees and are not here for a free ride. They provide important services, labor and ideas that keep our economy strong and vibrant. They are the analog to the 19th century American pioneers that we so revere. They are here to take risks and work hard. They remind those of us who have lost a little of that pioneer spirit that opportunity still abounds. They refresh and, in fact, embody the American spirit. ... The constant infusion of new immigrant blood into our society tests and strengthens our nation. Immigration is a virtue, not a distraction or a danger."*

INS COMMISSIONER JAMES W. ZIGLAR,  
SPEAKING TO THE SENATE JUDICIARY COMMITTEE





Ziglar stops to chat with applicants at the Washington District office.

January 1999. The American public "did not see all the work that Jim Ziglar did behind the scenes to make a difficult process run as smoothly as possible. We here all owe him a debt of gratitude for his hard and effective work," Sen. Leahy said.

"The last few years in the Senate have been difficult and partisan, but Jim Ziglar found a way to serve everyone," Sen. Leahy added. "I applaud his willingness to head the agency during what promises to be an eventful period."

Ziglar's personal connections to the Senate were evident throughout the confirmation process. In an unusual display of bipartisan support, his nomination was introduced by both Senate Minority Leader Trent Lott and Senate Majority Leader Tom Daschle. In addition, his confirmation vote on the Senate floor received a rare standing ovation.

Ziglar's professional career has interwoven public service with 23 years as an investment banker and lawyer in the private sector. After graduating from the George Washington University School of Law, he served as a clerk to Supreme Court Justice Harry A. Blackmun. He worked as an aide to then U.S. Sen. James O. Eastland and as a legislative and public affairs officer at the Department of Justice.

Before becoming the Senate's sergeant at arms, Ziglar was a managing director of Paine Webber Inc., and previously served as a senior vice president of Dillon, Read & Co. Inc., and a managing director of Drexel Burnham Lambert Inc. From 1973 until 1980, Ziglar was in private law practice.

He briefly stepped away from the private sector to serve from 1987 to 1988 as the Assistant Secretary of the Interior for Water and Science, where he directed the operations of the Bureau of Reclamation, the U.S. Geological Survey, and the Bureau of Mines.

He and his wife, Linda, have three sons, Jim, Jon and Jeff.

"I grew up in very modest circumstances," Ziglar told the senators. "It was the opportunity that America provides that made it possible for me to succeed beyond my wildest expectations."



Displaying their Excellence awards are: San Antonio District Director Kenneth Pasquarelli, INS Special Agent Amancio Cantu, INS Special Agent Gerry Reyes and San Antonio INS Deputy Director Daniel Solis.

### SAN ANTONIO SPECIAL AGENTS RECEIVE EXCELLENCE AWARD

Special Agents Gerry Reyes and Amancio Cantu of the San Antonio District in June were recognized by the International American Society for Industrial Security for "Excellence in Law Enforcement."

Agents Reyes and Cantu are members of the San Antonio District's Fugitive Alien Removal (FAR) unit, which has been involved in the apprehension and removal of more than 50 alien fugitives. These fugitives were wanted in their home countries on major criminal charges including multiple homicides and such white-collar crimes as bank fraud.

The San Antonio FAR unit, assisted by the FBI, recently arrested on immigration violations a Mexican fugitive who was a suspect in three homicides and a Guatemalan fugitive wanted for a homicide and an attempted homicide.

In another action, the unit teamed up with the U.S. Customs Service to recover five pre-Colombian antiquities that have been smuggled out of Mexico.

Reyes and Cantu were invited to make a presentation in June to a special staff meeting of the Mexico Liaison Investigative unit of the U.S. Marshals Service. Their presentation detailed removal procedures, the FAR unit's activities and how the INS and the U.S. Marshals Service coordinate their efforts on alien fugitive cases.

"The San Antonio District is very grateful for the support and assistance provided by other district offices when these fugitives are located within their areas of responsibility," said San Antonio Assistant Director for Investigations Thomas D. Homan. "The apprehension and removal of criminal aliens, specifically those that pose a serious threat to our citizens will remain our top priority."

# INS NEWS of Note

## DEVISING SOFTWARE TO PROJECT FACILITIES NEEDS MAKES LESLIE LOMAX A TECHNOLOGY ALL-STAR

Just 21 months after arriving at INS, Leslie A. Lomax was named one of two recipients of the Technology All-Star award at the Women of Color Technology Awards conference in Washington, D.C.

In the audience at the Washington Convention Center on July 20 were Lomax's mother, Eliza, and the Assistant Commissioner for Administration David A. Yentzer.

Lomax, a program manager in the facilities and engineering division of the Office of Administration, was recognized for adapting a computer program to serve as an analytical tool for projecting the demand for new INS facilities.

The program compares space requirements, based on the number of employees assigned to a facility, with the existing facilities at a given location. It

serves up statistics and graphs that plot where the growth in the agency's mission and workforce will overtake the supply of facilities to house them.

At INS, this shortfall is commonly referred to as the "Gap" and is a top concern of managers and budget planners. The gap-analysis program helps administrators make the case at the Department of Justice for increased funding of INS facilities and target those funds to where the facilities gaps are greatest.

Finished in June 2000, the gap-analysis now produces quarterly reports and is headed for a new role as a computer-aided facilities management system, possibly by year-end.

"What she has done is essential for what we're trying to do in facilities management," said Assistant

Commissioner Yentzer. As for Lomax, he said, "Leslie is one of those outstanding young people who comes along and will have a great future in public service."

Given Lomax's self-assurance, it is sometimes difficult to remember that her arrival at INS was both relatively recent and the result of an unusual turn in her career path.

Just four years ago, Lomax was working at the Naval Surface Warfare Center in Dahlgren, Va., near her hometown of King George. Lomax's mother, who worked at the Dahlgren facility for 23 years, encouraged her daughter in 1992 to apply for a position there.

"I just wanted to get my foot in the door," Lomax said of her first job after graduating from Radford College in

southwestern Virginia. Since childhood, she has been fascinated with using analytical skills to solve problems. At Radford, she initially studied nursing, but earned a degree in operations management. She expects to complete an MA degree in public administration this year.

Assigned to the base housing office, she developed a software program to manage maintenance costs and schedules for 200 housing units. Reassigned to the facilities engineering and management division, supervisors took note of her spirited, can-do approach to any task that they placed in her path.

However, after four years at Dahlgren and facing a dwindling number of fresh challenges, she became restless. A supervisor noticed the change and suggested a remedy, one that would nudge Lomax onto a new career track and ultimately springboard her into the INS.

The supervisor told Lomax about the New Leader program, which is a seven-month program that identifies and develops leadership traits in federal employees who have shown promise as future managers. With the hearty endorsement from her Dahlgren supervisors, Lomax was chosen in 1998 as one of about 400 federal employees for the intensive program.

In 1999, Lomax cast her net into the federal employment pool and caught on at the INS. It's a job that she says is full of challenges. "I came to the INS at a time when I could be part of great change," she said.



Manuel Rodriguez, the chief of the facilities policy section at Headquarters congratulates Leslie Lomax after she was recognized with an award sponsored by U.S. Black Engineer & Information Technology magazine.



## MISSING INFANT SPURS FIRST USE OF EL PASO'S CROSS-BORDER ALERT

By Doug Mosier

El Paso's first use of an emergency alert with links to a cross-border array of public safety agencies led to the safe recovery in July of a two-year-old Guatemalan boy who had been taken by a smuggler deep into the drainage tunnel system that underlies this Texas city.

It was a day filled with confusion for young Alfredo, the target of a seven-hour search on both sides of the border. And it was a day of anguish and fear for his mother, who was among seven illegal migrants apprehended by the Border Patrol near the Bridge of the Americas on the morning of July 20.

However, as the group surrendered to Border Patrol agents, the smuggler leading the group had other ideas. He escaped into shallow water of the drainage tunnel, taking with him the infant Alfredo. As the water deepened to chest-level, the agents backed off their pursuit, fearing that going

further might put the infant in even greater danger.

Instead, they activated the region's first "Maria alert," a system designed to rapidly summon assistance from both sides of the border in cases involving missing children. Administered by the El Paso police, the alert triggers a series of television, radio and electronic mail broadcasts to notify police agencies and the general public. Broadcasters assisted by transmitting a description of the missing child.

Seven hours later, Alfredo was found unharmed by Mexican authorities in the same motel in Juárez where the child and his mother had been staying before attempting to cross the border. With help from the Border Patrol, the FBI, and the El Paso and Mexican police, Alfredo was soon reunited with his 21-year-old mother.

Both mother and child were paroled temporarily into the United States by the INS. Border Patrol and INS officials provided food and clothing before the two were ordered released. They planned to travel to Los Angeles to visit with the mother's common-law husband.

The alleged smuggler was apprehended five days later by Border Patrol agents near

downtown El Paso after he again illegally crossed the border. Following his capture, he was turned over to the El Paso police, which processed the one-time felon on kidnapping charges.

"We are fortunate that the incident was resolved without anyone getting hurt," said El Paso Sector Chief Luis Barker. "I was also impressed at how agencies on both sides of the border pulled together to diffuse this situation as quickly as they did."

The local media was also credited with helping to bring about the story's safe ending. From the outset, local television and radio stations diligently broadcast information about the missing child. Local businesses helped by spreading the message, via electronic mail.

Border Patrol officials said they are concerned about an increasing number of persons using the city's network of underground drainage tunnels to aid their illegal entry into the United States. The Border Patrol has issued repeated warnings about the dangers of traveling through the tunnels and other hazardous areas, such as waterways, freightyards and remote desert regions.

## COMEDIAN GETS SERIOUS ABOUT SAFETY ON THE BORDER

Comedian and actor Paul Rodriguez makes a good living telling jokes, often about the efforts of fellow Latinos to carve out a life in the United States. But, during a recent working visit to El Paso, Tex., he turned serious for a few minutes to talk about border safety.

At the request of the Border Patrol's El Paso Sector, the comedian agreed to appear in two public service announcements (PSAs) that will warn radio and television audiences in Latin America about the dangers of attempting an illegal border crossing.

The idea of casting Rodriguez for the PSAs came to Sector Public Information Officer Douglas Mosier soon after he discovered that Rodriguez was in town working on a film project. The idea drew the approval of Sector Chief Luis Barker. Rodriguez, whose involvement in the entertainment industry now extends far

beyond stand-up comedy, was happy to oblige.

The only serious obstacle would be finding sufficient time to tape the PSAs amid Rodriguez's nearly dawn-to-dusk schedule in El Paso. He was working long days shooting scenes for a film about his life as a comedian on the road. In addition, Rodriguez also performed a live comedy show at the El Paso Civic Center.

On the hope that an open time slot would appear before Rodriguez's whirlwind week in El Paso ended, Mosier had some suggested scripts prepared for the star's review.

The taping of the PSAs finally started in the late afternoon of Rodriguez's final day in El Paso. Because of time constraints, the comedian asked that the taping be done on the set of his film project in a downtown hotel.

"There was little or no rehearsal time on the scripts that we had provided," Mosier said. "But he was a real pro. The camera went on and, in layman's terms, he winged it ... and he magically rolled off two very nice PSAs."

Mosier said he was impressed by Rodriguez's intense focus on the safety message. "Naturally there was some light humor between takes, but he was never flippant. That's all the more reason to respect a man who did this, not only as a favor to the Border Patrol, but because his heart is open to so many people who need to hear his important message."



Paul Rodriguez awaits his cue to record a PSA.

Continued on page 19

# INS NEWS FROM the Field

## EL PASO MEETING BRINGS AGREEMENT ON EXPANDED BORDER SAFETY EFFORTS

U.S. and Mexican officials meeting in El Paso, Tex., in early July mapped out additional steps to safeguard migrant lives along Mexico's border with West Texas and New Mexico.

Delegates to the binational meeting announced July 11 expanded cooperative training in search-and-rescue techniques and aquatic safety. Officials on both sides of the border also agreed to the exchange of intelligence related to migrant smuggling and to improve electronic communications capabilities between officers in the field.

The Mexican delegation announced that it will expand Grupo Beta to include a unit in Juárez, Mexico. Grupo Beta is a permanent specialized task force designed to provide assistance and support to migrants in Mexico.

Many of the steps announced in El Paso mirror similar safety improvements announced at meetings in June between U.S. and Mexican officials along other parts of the international border. The binational sessions reflect a new era of cooperation in confronting border issues, which was signaled by President George W. Bush and Mexican President Vicente Fox during their first official meeting in February.

"These local meetings underscore our unwavering commitment to establishing and maintaining a safe, legal, orderly border," Attorney General John D. Ashcroft said of the Bush administration's continuing support for expanded border

safety measures. "I'm encouraged by the progress being made. It is a commitment shared by all – from the White House to the agent on the line in Texas."

U.S. Border Patrol Chief Gustavo De La Viña added, "Through these meetings, we have established an open dialogue on border issues. They give us an opportunity to work cooperatively on areas of mutual concern."

The two delegations attending the El Paso meeting included the chiefs of the five Border Patrol Sectors in Texas, the Mexican Consul in El Paso and the regional director of the National Immigration Institute.

One of the most important measures to come out of this meeting was an agreement to step up joint training aimed at enhancing the effectiveness of rescue efforts. Under the plan, U.S. and Mexican officers will receive training in aquatic safety, water-rescue techniques, surviving in the elements and basic search-and-rescue techniques. To date, more than 400 officers on both sides of the border have participated in joint training.

"Joint training not only results in better-prepared agents, it also helps

establish successful working relationships among officers on both sides of the border," said Luis Barker, chief of the El Paso Sector.

In addition, the U.S. delegation announced that the Central Region will send 10 agents from each of its five sectors on the Southwest border to the Border Patrol's Search Trauma and Rescue (BORSTAR) training. The session will be held in September in Artesia, N.M. Participating agents will be trained in basic search-and-rescue techniques, as well as special techniques for water rescues.

Another crucial facet of the border safety effort is raising awareness among would-be migrants about the dangers they may encounter when crossing the border illegally. At the meetings, the two delegations committed to work closely on enhancing the effectiveness of these outreach efforts.

The Border Patrol's most recent public service announcements (PSAs) warn migrants about the risks of trusting smugglers and the dangers of traveling in unsafe and overloaded vehicles.

One PSA features two men who were rescued by the Border Patrol after a smuggler abandoned them in the Arizona desert. Both men vow never to trust a smuggler again. "This is the border. This is the truth," the narrator's voice intones.



U.S. Border Patrol Chief Gustavo De La Viña and El Paso Sector Border Patrol Chief Luis Barker at a meeting of U.S. and Mexican officials

Photo by Jorge Swank, Maria Border Patrol Sector

# HEADQUARTERS *News*

## FASTER PROCESSING IS THE GOAL OF PROPOSED FEE INCREASES

The INS proposed Aug. 6 increasing the fees it charges for a range of immigration and naturalization services. Most of the nearly three dozen types of fees would increase in a range of 15 to 18 percent under the plan, with a few falling below or over that range.

The proposal is the initial step in a regulatory process that is expected to put a revised fee schedule in place as early as January 2002. The proposal was published Aug. 8 in the *Federal Register*, a step that initiated a 60-day public comment period. After reviewing and analyzing public comments, the INS will draft a final rule, which will also be published in the *Federal Register*. The final rule takes effect 60 days after its publication.

The INS stated that the fee proposal is key to carrying out its commitment to provide immigration information and benefits to customers in a timely, accurate, consistent, courteous, and professional manner.

The agency's goal is to reduce the time needed to process the vast majority of citizenship applications to a standard six months. The fee increases are expected to generate an estimated \$127 million in new revenues, which will be used to more quickly process forms, in part through improvements to the agency's computer systems.

The agency is required by law to review its fees every two years to ensure that it recovers the full cost of processing benefits, petitions and applications. Federal guidelines require INS to

A sampling of proposed fees			
No.	Title	Current Fee	Proposed Fee
I-90	Application to Replace Alien Registration Card ("Green Card")	\$110	\$130
I-129H	Petitions for Nonimmigrant Workers	\$110	\$130
I-130	Petition for Alien Relative	\$110	\$130
I-485	Application to Register Permanent Residence or Adjust Status	\$220	\$255
I-765	Application for Employment Authorization	\$100	\$120
N-400	Application for Naturalization	\$225	\$260

collect sufficient application fees to cover the cost of providing immigration, adjudication and naturalization services, instead of paying those costs out of tax revenues.

The INS last raised fees in January 1999, when the citizenship-application fee was increased from \$95 to \$225. It would rise to \$260 under the proposed changes.

To comment on the proposed rule, INS requests that applicants submit written comments in triplicate (one original and two copies) to the Director, Policy Directives and Instructions Branch, Immigration and Naturalization Service (INS), 425 I Street, N.W., Room 4034, Washington, D.C., 20536, Attention: Public Comment Clerk. The public may also submit comments electronically at << insregs@usdoj.gov >>.

To ensure proper handling, please reference INS Number 2072-00 on all correspondence. All comments received are available for public inspection at the above address.

# INS NEWS FROM *the Field*

## CHICAGO DISTRICT INVESTIGATOR IS BITTEN BY THE ACTING BUG

When the end of a typical workday sends most Chicago District employees heading for home, Special Agent Dennis Kingsley is just a costume change away from an avocation he loves.

At night, he hones his acting talents on the professional stages of his native Chicago. By day, Kingsley can usually be found tracking down alien smugglers on the streets of the Windy City.

Acting "is really a hobby," he said. "I like trying on different roles and meeting and working with a real variety of characters. It's a completely different view of people than what I've experienced working my 10 years with INS enforcement."

Better known to colleagues as "The Bird," Kingsley's acting credits include several stage roles, some television advertisements and a couple of bit parts in TV series. All in all, it's been a satisfying run for the veteran investigator.

This year, he has worked steadily in a production of "The Diviners," which has been staged by the Chicago Park District, usually in gymnasiums, field houses and school auditoriums. Kingsley plays the role of a father trying to hold his family together, as the Great Depression lays siege to an Indiana town.

Acting on stage has been Kingsley's dream since he fell into his first acting assignment in 1985. As an enlisted recruit in U.S. Army, he was chosen from his aviation unit to perform in one of the Army's most successful series of recruitment ads, on the theme of "Be all that you can be."

In his first "stretch" as an actor, Kingsley played the role of an officer in a scene that some may still remember. Aboard a Cobra helicopter, Kingsley is a co-pilot and gunner who closes the helicopter door and signals to the pilot for lift-off with a firm "thumbs-up."

He considers his work in the Army ads marginally professional because all of the enlistees received a free lunch and a dollar for each day of filming. In exchange for that payment, Kingsley and his fellow soldiers poured their talents and enthusiasm into their high-action roles.

By the late 1980s, having achieved all that he wanted in the Army, Kingsley marched into civilian life with the dreams of many aspiring actors. And like most wannabe actors, he soon faced the stark realization that, besides talent and a bit of luck, he would also need a steady day job, possibly a career.

He worked briefly as a meter reader for a Chicago utility, a job he found mundane and utterly unexciting.

"I felt stagnated," Kingsley said. "A friend of mine recommended I apply for a position with the Border Patrol and I was hired in 1991." After a brief appearance with the Border Patrol, Kingsley became a special agent for INS Investigations. He gave himself the nickname, "The Bird," because "everyone needs a nickname and it's better to give yourself a nickname before someone else assumes the duty."

Along with the career transition, small acting roles came his way. In 1989, he was picked out of a crowd of shoppers at Chicago's Ridge Mall for an appearance in a Sears television commercial. In 1994, Kingsley was chosen as an extra for segments of two television series, USA network's "Renegade" and TNT's "Thunder in Paradise."

Without acting classes or even a resume to tout his credits, Kingsley in 1997 answered a newspaper ad seeking actors for a Chicago Park District stage performance of "Inherit the Wind." He read for the part of the town preacher who delivers a moving sermon. Kingsley was cast the following day for the role of the Reverend Brown.

"I always had the urge and need for attention," Kingsley says of acting. "I saw the opportunities and I seized them."

His choice of career in the INS and his avocation of acting reflect a thirst for excitement. In the Army, he trained as a helicopter crew chief and door gunner. His leisure-time pursuits are a little tamer and include karaoke, book clubs and traveling.



INS Special Agent Dennis Kingsley, at left, plays the lead role of Elwood P. Dowd in "Harvey."



# Smith Carpenter Bonus Fireman

## Historian uses TV appearance to set straight an urban legend

Your family's real Russian name was lost soon after your ancestors stepped onto Ellis Island in New York harbor a century ago? Or, so you were told by grandpa?

Well, don't bet on it. Furthermore, don't accuse an immigration inspector, or any official on Ellis Island, of pile-driving some polysyllabic Eastern European surname into a "Smith" or "Fireman" to facilitate its pronunciation in American English.

True, the family's Old World name might have been shortened, or even exchanged for another, after the ancestors reached America. But that name change probably didn't happen on Ellis Island and almost certainly not at the hands of an immigration official, says INS Historian Marian Smith. She is among a few immigration historians who have studied this folk tale that in some families has been handed down like great grandmother's wedding veil. For these historians, the name-changing claim lacks credence.

Appearing in "The Sweetest Sound," a Public Broadcasting Service (PBS) production that first aired in June and follows a man's pursuit of information about his family name, Smith was a bit more emphatic in making her point.

In a review of the broadcast in the *Wall Street Journal*, Historian Smith was described "with read-my-lips resignation, reciting for the viewing audience a litany of what was not on Ellis Island: no name-changing room, table, station, form, rule, regulation or law."

"Name-changing was not part of the procedure on Ellis Island," Smith said. "There was no name-changing anything."

As she explains, the job of immigration inspectors on Ellis Island in the early 20th century was typically to check off the names on passenger lists generated by the steamship companies. Not until 1924, when the modern visa system was created, did the federal government routinely compile records of the millions of immigrants who

passed through what the poet Emma Lazarus would immortalize as the nation's "golden doors."

Records of the earlier era, ship passenger lists, were compiled by the steamship companies as tickets were purchased, then certified by a U.S. embassy official in Europe before the ship sailed. However, the lists were notoriously inaccurate, Smith said. Spelling of many names, especially those originating in a different alphabet, was not standardized. Some immigrants used more than one name; some used assumed names; and children traveling separately from their parents might be listed under another family's name.

"The popular notion is that the inspectors actually created those lists and wrote down the immigrants' names and somehow got it wrong. But they were only checking names off, they weren't allowed to amend the records" without permission from headquarters, Smith said.

"I have yet to see any evidence that the government issued every single person a piece of paper with a name on it. Unless they were detained for further questioning, the only documents immigrants had were those issued by the shipping company," such as a receipt for their ticket.

The primary task of immigration officials at the time was to screen the newcomers for obvious medical ailments or limitations to their potential employment, Smith said. The process left little time to alter the immigrants' identities, even if that was desired.

A modern-day consequence of the name-change myth are the letters that the INS receives from children, or grandchildren, of immigrants. Many of the offspring are attempting a "Roots"-inspired reconstruction of the family tree; others are trying to locate proof-of-age documents that will enable their now elderly parents or grandparents to qualify for benefit programs.

Searching copies of the ship passenger lists, which are maintained at the National Archives,



Intending immigrants, at right, wait their turn to be interviewed by an immigration inspector on Ellis Island in this photo taken about 100 years ago. A modern misconception is that inspectors of the era spoke only English. On average, they spoke three languages, some even more.

some family members "can't find grandpa or they find him but his name isn't spelled the way they're used to and they just freak out," Smith said. Frustration leads a few people to write to the INS requesting "records of a name change."

The INS fields thousands of formal inquiries each year for the records of specific immigrants. These are initiated by filing a Freedom of Information Act (FOIA) request. Requesters are asked to suggest possible alternative spellings of the names they want to be checked. However, the search will draw a blank if the request is for a name that was changed greatly from that used by the immigrant upon entry into the United States.

Historians would seem to have debunked the image of a turn-of-the-century immigration official blithely re-naming immigrants who passed his desk.

Still, this urban legend shows little sign of fading away.

Smith was unhappy to recently discover an Internet site offering a teachers' guide for a classroom reenactment of the immigrants' New World arrival. On a mock Ellis Island, the guide suggested that a student play the role of a government clerk in charge of a name-changing station. One can almost picture Historian Smith readying her "read-my-lips" recitation.

## SAN ANTONIO DISTRICT CONTINUES WITH OPERATION SAFE NEIGHBORHOODS

The San Antonio District's Operation Safe Neighborhoods, which received the Commissioner's Challenge award in 2000, continues to produce successful encore performances.

The operation seeks to identify, locate and apprehend criminal aliens who have been convicted of aggravated felonies or are habitual criminal offenders. It has the addition byproduct of fostering close cooperation between the district's investigations personnel and local and state law enforcement agencies.

The operation was developed in response to the commissioner's priority for fiscal 2000: to effect the removal of criminal aliens from communities. The effort also addressed another directive to respond to local reports and complaints from citizens and other law enforcement agencies about aliens who posed a serious threat to public safety.

Simple geography poses a challenge for the San Antonio District, which serves 78 Texas counties, some of them located more than 200 miles from San Antonio. Operation Safe Neighborhoods put additional focus on locales where INS enforcement capabilities had been necessarily thin due to manpower constraints.

The operation has utilized a broad array of investigations personnel, all of whom volunteer for assignments in addition to their regular duties.

Seven phases of the operation have been carried out to date. In May, the Austin area was targeted, resulting in the apprehension of 467 felons. In addition, 39 criminal prosecutions were initiated and a number of weapons and quantities of narcotics were seized.

## TWO BAY AREA SPECIAL AGENTS WIN LAW ENFORCEMENT EXCELLENCE AWARDS

By Sharon Rummery

San Francisco Supervisory Special Agent Sylvia Crews Arguello and Special Agent Roland Burbano received Excellence in Law Enforcement awards from the Federal Law Enforcement Administrators of the Bay Area on June 13.

Agent Arguello was recognized for spearheading Operation Night Crawlers, a two-year investigation into alien smuggling for purposes of prostitution that resulted in indictments of 20 defendants and freeing of 27 victims. The complex operation involved more than 150 federal and local law enforcement officers and translators.

At one point, agents intercepted a phone conversation in which two individuals, who were targets of the investigation, conspired to harm or kill a third person. Arguello acted quickly and discretely to warn the endangered individual without compromising the operation. (For more information about Operation Night Crawlers see the February 2001 edition of *Communique*.)



San Francisco Supervisory Special Agent Sylvia Crews Arguello and Special Agent Roland Burbano hold award certificates, as their managers, Assistant District Director for Investigations Mark Riordan, and section chiefs James Christensen and Jim Franchetti look on. At right, Gretchen Merkle, president of the Federal Law Enforcement Association, presented the award.

Agent Burbano was lauded for his integral involvement in several operations. In one that focused on smuggling for prostitution, he coordinated with the government of Thailand for seven provisional arrest warrants, one of which has resulted in the district's first extradition.

The award also cited Burbano's involvement with operations targeting fraudulent documents, smuggling and harboring of farm workers and in the arrest of a man wanted for murder in Mexico.

## MIAMI DISTRICT ARRESTS SEVEN HUMAN RIGHTS PERSECUTORS

The Miami District announced the arrest of seven aliens, all of whom had been found by immigration judges to have engaged in human rights persecution prior to residing in the United States.

The arrested subjects were members of military, paramilitary or security organizations in their native countries and directly engaged in, or assisted those who engaged in such activities as politically motivated kidnapping, torture and murder. They represent Haiti and Peru as their countries of birth.

All of the subjects targeted in Operations Home Run II have been placed in removal proceedings and have been deemed human rights persecutors by the courts, under the

International Torture Convention. Four of the aliens arrested are under a final order of removal.

Four of the seven were targeted in the original Operation Home Run, which netted 14 aliens in November 2000 for similar acts of atrocities, Miami Acting District Director Jack Bulgar said. "We will continue to search for these types of individuals. Our message to them is very clear: do not make Florida your safe haven."

Operation Home Run II was a joint effort by the Investigations Division and district counsel with assistance provided by the Miami Field Division of the FBI.

## TV ANCHORMAN'S FAMILIAR FACE EASES HIS RE-ENTRY FROM MEXICO

By Denton Lankford

Here's a news story out of Laredo, Tex., that didn't make it on to ABC's "World News Tonight," even though anchorman Peter Jennings was right there in the thick of the action with a film crew nearby.

In fact, Jennings is the focus of this story, which ends with the anchorman complimenting the treatment he received from immigration inspectors in Laredo.

To highlight its coverage of border issues, ABC's "World News Tonight" was broadcast live from locations along the Texas-Mexico border during the first week of June. To prepare part of one segment, Jennings crossed into Mexico on Saturday, June 2.

It was in late afternoon on the return trip to Laredo, through the Port of Entry on Bridge Number Two, that the veteran newsman discovered in primary inspection that he was missing one important credential. Jennings, a Canadian citizen, had forgotten his Resident Alien Card, which he explained he had inadvertently left at the Laredo hotel where he was staying. An immigration inspector referred the anchorman to secondary inspection.



Laredo Assistant Port Director Jorge Martinez

Assistant Port Director Jorge A. Martinez was soon chatting with the news anchor. "I told Mr. Jennings that I heard that he was going to be in the area, but not coming from Mexico," Martinez said. Jennings said that he had accompanied some dignitaries on a tour of Nuevo Laredo, Mexico.

For that one week, Laredo found itself the focus of media attention. ABC, CNN and Time magazine were all working border-related stories out of Laredo.

"Earlier during the shift, a Customs supervisor had advised me that Mr. Jennings and his filming crew were going to be in the area for the weekend," Martinez said. "She mentioned that Mr. Jennings was already at the World Trade Bridge along with the Customs port director."

"I advised the immigration inspector in secondary to issue Mr. Jennings an I-94 for a deferred inspection," Martinez said. The newsman was asked to bring his card back to complete the inspection. Jennings returned to the Port of Entry with his card within the hour and thanked the officer.

"I heard that you, the Immigration, were a bunch of mean people, and that's not so," Jennings said. "You have treated me very well, and I appreciate that."

## RODRIGUEZ Continued from page 12

For Rodriguez, who had a role in Cheech and Chong's 1983 movie *Born in East L.A.*, life often intersects with art. The son of migrant farm workers, Rodriguez was born in Culican, Mexico, and raised in East Los Angeles and Compton, Calif.

After serving in the U.S. Air Force, he enrolled in 1977 at California State University at Long Beach on the G.I. bill, with a goal of becoming an attorney. But his career path was changed by an elective course in theater and a teacher who saw a glint of comedic potential in Rodriguez's witty behavior. The teacher challenged Rodriguez to test his ability during an "amateur night" at a Los Angeles comedy club.

After becoming a success at stand-up, Rodriguez landed parts in films and eventually as the lead

character in a weekly television series called "Pablo," which focused on the fictional life of a Mexican American family.

While still an active comedian and actor, Rodriguez has taken on several new roles. He has hosted one of the most popular Spanish-language talk shows, co-wrote and directed "A Million to Juan" (an adaptation of a Mark Twain story), produced television shows including the "Loco Slam" series of comedy specials on HBO and now owns his own production company.

Mosier said the comedian's parting words to some Border Patrol agents who were on hand for the PSA taping was a request: don't forget to treat people well.



## INVESTIGATION OF RUSSIAN ADOPTION SCHEME DELIVERS TWO GUILTY PLEAS IN LOUISIANA

A three-and-a-half-year investigation by the New Orleans District into overseas adoption fraud resulted in two women pleading guilty to charges in U.S. federal court and the arrest and indictment of four other people in the Russian Federation.

U.S. Attorney Brian A. Jackson of the Middle District of Louisiana announced the convictions June 19 in connection with a scheme to help pregnant Russian women obtain U.S. visas under false claims. Once in the United States, the women would give birth and surrender their children for adoption by U.S. parents, as arranged by a private adoption agency in Baton Rouge, La.

Jackson praised the INS, particularly the New Orleans District, for its comprehensive investigation.

With the adoption agency's help, at least 33 Russian women are believed to have entered, or attempted to enter, the United States from December 1994 through 1998, according to a statement issued by Jackson's office. Each of the women typically received \$1,000 in cash and returned to Russia soon after giving birth.

The adoption agency also paid a "facilitator" in Russia about \$15,000 for each birth mother that he recruited. Over a four-year period, those payments totaled more than \$400,000, according to investigators. The facilitator helped all but two of the 33 pregnant women cited in the government's case and was one of four people indicted for baby selling in the Russian Federation.

One of the two women who pleaded guilty to U.S. charges was a lawyer and social worker who served as the executive director of Special Delivery Adoption Services Inc., the licensed, nonprofit agency that placed the children with U.S. parents.

The second defendant was a legal permanent U.S. resident, who was originally from the former Soviet state of Kazakhstan and who worked as an interpreter and counselor for the agency. She was charged in connection with preparation of false documents to secure U.S. visas for the Russian women. Many of the visa requests falsely stated that the Russian women were traveling to the United States for business reasons.

The scheme was uncovered in February 1997, when a pregnant Russian woman carrying no

baggage and only about \$200 in money told an INS inspector at the Atlanta airport that she planned to meet the agency director in Louisiana. In the woman's handbag, the inspector found a business invitation letter that she had used for a U.S. visit the previous year. Confronted with the letter, the woman admitted that its claims were false.

The inspector called the adoption agency's director in Louisiana, who backed up the Russian woman's original claim that the visit was part of a plan to establish a casket company in Russia. Another inspector then talked with the second defendant, who was waiting at the airport. She stated that the Russian visitor was entering the United States to vacation with her.

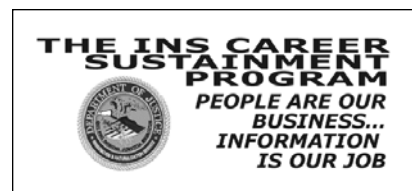
ABC News later interviewed the agency's director for a report on "The Baby Trade," which aired on "Primetime Live" in 1998. Confronted on-camera with a signed business invitation letter that had been used to secure a U.S. visa, the director denied sending the letter or knowing who did.

The report also showed her speaking to an ABC producer, who used a hidden camera while posing as a prospective adoptive parent. According to the ABC broadcast, the agency director told the producer, "The Russian mothers are moved out of the country as quickly as possible ... reducing the chance they'll try to get their babies back."

Caught on the hidden camera, she explained: "And think about it. What, what could they do from Russia? They have no money. They have no friends. They don't speak English. You know, we don't take advantage of that situation, but the truth is, really what can they do?"

The agency director pleaded guilty May 31 to charges of conspiring to making false statements to the INS and faces a maximum sentence of five years' imprisonment and a \$250,000 fine. The interpreter and counselor pleaded guilty April 9 to charges of felony misprision (failure to stop or report the commission of a crime) and faces a maximum sentence of three years' imprisonment and a \$250,000 fine.

## BALTIMORE DISTRICT BUILDS UNITY A TOP A PYRAMID OF CORE VALUES



When the staff of the Baltimore District Office signed onto their computers one morning in December 1999, they faced an odd message on the screen.

Against a background illustration of a pyramid, the core values of the Baltimore District were making their public debut. For recently arrived District Director Louis D. Crocetti, Jr., the core values were part of larger plan to shake up attitudes and instill a renewed spirit of cooperation among the district's 165 employees.

Baltimore's core values start with a strong foundation of communication to which building blocks for openness, trust, caring relationships and commitment are added. Each principle is to be replenished and strengthened through continued practice.

Crocetti was new to the district director's title, but not to Baltimore, where he had worked before spending seven years in INS jobs elsewhere. He returned to a different district, one lacking the teamwork and camaraderie that he remembered. "All of it seemed to be a spin-off of poor communication," he said.

A management retreat in the fall of 1999 raised the idea of putting on paper a set of core values around which the district could rally. The five principles took shape and Deputy District Director Richard Caterisano and Public Affairs Officer Chris Bentley jointly developed the pyramid logo.

Baltimore's core values are now supplemented by other activities aimed at making employees and their ideas central to the district's operations. Five special quality initiative teams are working and meeting monthly on such issues as morale enhancement and improved training. Employees and customers are surveyed to help track the results of the programs.

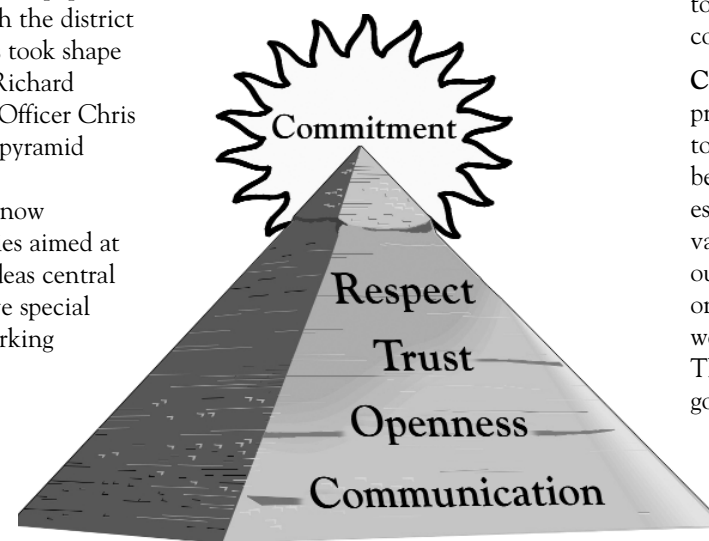
Regularly scheduled Friday lunches offer employees the option to gather to promote cultural awareness or to recognize recipients of non-monetary incentive awards.

"You have to have trust, openness, respect and the commitment to make all these things happen," Crocetti said.

### Here are the core values adopted by the Baltimore District

Of all structures built by man, the pyramids of ancient Egypt are among the longest standing. That is, in large part, due to their solid construction. Each step or section of a pyramid was built only after a firm foundation was prepared. Each completed step became the foundation for the next section. This solid engineering principle has allowed the pyramids to stand unchanged for thousands of years.

Here in the Baltimore District, we're building our own pyramid; one based of the core values of communication, openness, trust, relationships, and commitment. These principles are important to our progressive effort of building and maintaining an open, trusting, and productive work environment. Just like the pyramids of Egypt, these values build one upon another and will help us become even stronger more productive than we are today.



**COMMUNICATION** forms the base of our effort. This is where we take the time to not only talk, but also listen to each other. It will involve making it a practice of soliciting input and making everyone a part of what we're doing. In this manner, we'll keep each other well informed.

**OPENNESS** will develop as we learn to communicate more effectively. We'll find ourselves becoming more open with our thoughts and feelings as we see that people will take the time to listen and value our input. This openness will broaden as we find ourselves viewing things more objectively. We'll also find ourselves focusing on what is best for the common good, the good of the District/Service, and of course, the good of the people we serve.

**TRUST** will develop and strengthen as we communicate more effectively and openly with our supervisors and co-workers. Trust will lead to the establishment and continual nurturing of a positive, constructive, healthy work environment in which we fully rely on each other.

**RELATIONSHIPS** will then develop on both professional and personal levels. This caring interaction will flourish thanks to a continuous refueling of effective communication, openness and trust. These four elements will enable us to each our ultimate objective, commitment.

**COMMITMENT** will be both progressive and spontaneous as we learn to communicate more effectively, become more open and trusting, and establish harmonious relationships at various levels. In the end, we'll find ourselves placing more and more value on the interaction we enjoy with our co-workers and with the public we serve. This is no small challenge. To reach our goal, it's essential that each of us commit to making the Baltimore District a highly productive, professional, healthy, and enjoyable workplace.

COMMUNICATION + OPENNESS + TRUST + RELATIONSHIPS = COMMITMENT

# EXTENDED TEMPORARY PROTECTED STATUS GRANTED TO MONTSERRAT NATIONALS

The INS today announced Aug. 8 an extension of Temporary Protected Status (TPS) for nationals of Montserrat for an additional year.

The extension of TPS for Montserrat is effective August 27, 2001, and will remain in effect until August 27, 2002. Nationals of Montserrat who are currently registered under the TPS program must re-register during a 90-day period ending Nov. 1, 2001.

Under the extension, those who already have TPS are eligible to live and work in the United States for an additional year and continue to maintain their status. Approximately 323 nationals will be affected by the re-designation of TPS for Montserrat, a Caribbean island nation that has been disrupted by volcanic eruptions in recent years.

To re-register for the extension a TPS applicant must submit both Form I-821 and Form I-765 (Application for Employment Authorization) to the local INS district office in the jurisdiction. These forms are available from the toll-free INS Forms line, 1-800-870-3676, or from the INS Web site, << [www.ins.gov](http://www.ins.gov) >>.

# LARGE NUMBERS OF SALVADORANS APPLY FOR TEMPORARY PROTECTED STATUS

The INS reported in July that 220,058 Salvadorans have applied for Temporary Protected Status (TPS). TPS allows Salvadorans to temporarily live and work in the United States.

As a result of the country's two destructive earthquakes earlier this year, President Bush announced that Salvadorans who have been in this country as of Feb.13 could qualify for the program.

# NEW "K" NONIMMIGRANT VISAS AIM TO QUICKLY REJOIN FAMILIES

The INS announced Aug. 14 that it is implementing a new "K" nonimmigrant visa provision that would expand its use to spouses of U.S. citizens, who are waiting abroad for an immigrant visa, and to the spouses' children. The K visa is now available to fiance(e)s of U.S. citizens.

The interim rule was published in the *Federal Register* on Aug. 14. One goal of the rule change is to reduce the length of time that immediate family members of U.S. citizens are separated from their U.S. relatives while waiting abroad for an immigrant visa.

This change will allow some overseas family members of U.S. citizens to enter the United States as nonimmigrants, re-unite with their family here, and then apply for immigrant status while in the country. It is one of several immigration benefit provisions created by the Legal Immigration Family Equity Act (LIFE Act) enacted last December.

Under this new nonimmigrant visa classification, spouses of U.S. citizens may be granted K-3 nonimmigrant status, and the spouse's unmarried children (under 21 years of age) may be granted K-4 nonimmigrant status. Obtaining a K-3/4 visa is not required, however. Spouses of U.S. citizens and their children may skip applying for a K visa and directly obtain their immigrant visa abroad from the Department of State.

Eligibility for a K-3 nonimmigrant visa is subject to several requirements, among them that an applicant must be the spouse of a U.S. citizen who has filed a Form I-130 (Petition for Alien Relative) on the intending immigrant's behalf by their U.S. citizen spouse, that is pending. The U.S. citizen spouse must also have completed and submitted a Form I-129F (Petition for Alien Fiance(e)).

Additional information and application forms regarding the K visa and other LIFE Act benefits are available on the INS Web site << [www.ins.gov](http://www.ins.gov) >> (forms can be downloaded from the site).

# PEOPLE ON the Move

## RONALD SMITH IS NAMED DISTRICT DIRECTOR IN PORTLAND

Ronald J. Smith, a 25-year INS veteran and most recently deputy director of the Western Region, in July was named Portland district director.

"We spent the last several months searching for the ideal candidate and, in the end, we agreed that the best person for this position was right under our nose," said Western Regional Director Johnny Williams. "Ron's wealth of management experience together with his firsthand knowledge of the challenges and opportunities we face in Portland make him a perfect fit for this position."

Smith will be responsible for directing all INS operations and services throughout Oregon and managing the agency's four offices in Portland, Astoria, Medford, and at Portland International Airport.

"My top priority will be to continue to build our commitment to work closely with the community," Smith said. "We've made great strides in Portland and I'm excited about the prospect of furthering those efforts."

As deputy director of the seven-state Western Region, Smith led a 14-member management review team that identified ways to improve customer

service. Many of the team's initiatives, such as expanded community outreach and employee training, are underway.

Born in Del Rio, Tex., Smith served five years as a pilot in the U.S.

Air Force. He started as a Border Patrol agent in Calexico, Calif., in 1976. He became assistant chief patrol agent of the San Diego Sector during seven years with the Border Patrol. Smith then became an INS special agent in the San Diego District and subsequently served as the assistant officer in charge of the INS office in Vienna, Austria.

Before being named deputy director of the Western Region in 1998, he was the deputy district director in Honolulu.



Ronald Smith speaks at a press conference that introduced him to Portland-area media.

## CRAVENER WRAPS UP A GLOBE-TROTTING CAREER WITH RETIREMENT AS HOUSTON DISTRICT DIRECTOR

After a globe-trotting INS career that took him from New York to Hong Kong, Richard Cravener retired May 31, departing his final position as Houston District director.

Cravener's 29-year career started with his service as an immigration inspector at New York's John F. Kennedy International Airport in 1972 after his graduation from the State University of New York at Buffalo.

A native of Mercedes, Tex., he later transferred to the Border Patrol, serving in Southern California and later as a senior patrol agent and assistant chief patrol agent at the Border Patrol Academy in Glynco, Ga.

After serving as a special agent and supervisory special agent at the INS district office in San Juan, Puerto Rico, Cravener went to Philadelphia to serve as assistant district director for investigations.

In 1987, he was appointed Washington District deputy director and in 1990 as director of foreign operations. From 1991 to 1994, Cravener was the assistant attaché at the U.S. Embassy in Rome and in 1996 served as the American attaché at the U.S. Consulate in Hong Kong. He then transferred to Houston where he was deputy district director and then district director.

@ [www.ins.gov](http://www.ins.gov)

# EMPLOYMENT AUTHORIZATION LENGTHENED FOR SOME HONDURANS AND NICARAGUANS

The INS announced an automatic extension of the Employment Authorization Document (EAD) for eligible Hondurans and Nicaraguans. EADs that were to expire on July 5 were extended to Dec. 5.

The extension gives eligible persons from the two countries additional time to re-register for Temporary Protected Status (TPS) and should prevent gaps in employment authorization while such they await processing of their TPS applications.

A large number of re-registration applications are anticipated. The INS was concerned that many re-register applicants would receive a new EAD only after their current EAD expired.

Eligible individuals and their employers are encouraged to consult the notice of the EAD automatic extension that appeared in the *Federal Register* on July 3.

Additional information about the automatic extension is also available on the INS website at << [www.ins.gov](http://www.ins.gov) >>.



Photo by Cheryl Crenshaw, Washington, D.C. District



Calvin and Adam Shaw, Boy Scout Troop 719 Eldersberg, Md., salute the U.S. flag at the naturalization ceremony in Washington, D.C.



U.S. District Court Judge Mark Wolfe speaks to new citizens at a naturalization ceremony on the deck of the U.S.S. Constitution.



Photo by Joseph Lawrence, Orlando District

Mickey Mouse joins Epcot Center executive Karl Holz on stage at a ceremony in Orlando.

CONGRATULATIONS  
NEW  
U.S. CITIZENS

FOX

## CITIZENSHIP CEREMONIES

*For the full story on citizenship  
ceremonies, see page 4 and 5.*